

## **Terms of reference for an independent external evaluation**

### **Providing an Independent Opinion on the Effectiveness of the Cities Alliance**

#### **Background**

The Cities Alliance is a global partnership established to promote the role of cities in poverty reduction, and sustainable development, established in 1999. In a technical sense, the Cities Alliance is a Global Programme and Multi Donor Trust Fund, hosted by the World Bank in Washington. Additional Information on the Cities Alliance (including its Charter, annual reports, evaluations, and list of activities financed) can be obtained from its website: [www.citiesalliance.org](http://www.citiesalliance.org).

Ten years after its foundation, the Cities Alliance has undergone a reform process which reflects many of the changes in international cooperation in general, and the adjustments resulting from the experiences gained during one decade of operations.

The external and the internal changes of the conditions framing the work of the Cities Alliance (CA) include, but are not limited to

- The increasing role of Cities and Local governments for broader development goals much beyond their jurisdiction and specific legal mandate,
- The request to CA from members and partners to engage in a broad range of topics, and in policies and strategies at the local and the national level,
- The paradigm shift in international aid cooperation to more partnership-oriented forms of cooperation, with emphasis on ownership by partner countries and cities,
- The modified World Bank Policy on Trust Funds and Global Programmes, with its corresponding implications for the Cities Alliance, i.e. on substantive alignment and administrative mainstreaming,
- Adjustments in the implementation modalities of the CA, also in response to the Paris Declaration and Accra Agenda,
- The changing architecture of international cooperation, with the rise of new actors such as foundations and other international NGOs, as well as the increasing importance of networks and other less institutionalized forms of cooperation,
- Changes in the membership of the CA, and in its governance structures and processes,
- The increased recognition of urban development as a long term transformation process, and of its support correspondingly based on a multi-level and multi-stakeholder approach.

The reform process of the Cities Alliance had been incremental over an extended period of time and is coming to an end now, with substantial modifications in approaches, structures and processes. Significant milestones have been achieved:

- The Charta from 1999 was replaced by a new Charter, adopted by the Consultative Group (CG) of the CA in November 2010,

- The Medium Term Strategy of the CA reflects a new business model, broadening the range of instruments of operation of the CA,
- The implementation of various new instruments has begun with different speeds and progress, but which nevertheless permit initial assessments,
- Adaptation of Cities Alliance' work flows and procedures to World Bank requirements have been made.

Programs receiving DGF funding by the World Bank of US\$300,000 or more over the life of the program must undertake an external evaluation every three to five years that is independent of the program's management. The DGF encourages programs to follow the IEG/DAC Sourcebook of Indicative Principles and Standards for Evaluating Global and Regional Partnership Programs in terms of both process and substance. The programs' governing bodies should commission the evaluation, approve the evaluation terms of reference, select the evaluation team (ideally using competitive methods), and receive the final evaluation report – or establish an oversight subcommittee for these purposes. The World Bank typically provides feedback and comments on the draft terms of reference for upcoming evaluations.

### **Objectives of the evaluation**

Based on a consolidated and comprehensive view of the Cities Alliance with the above mentioned modifications in structures and processes, and of the context the CA is operating in, the evaluation will assess the overall effectiveness of the Cities Alliance (referred to as “programme” below).

Recommendations shall provide guidance to the Cities Alliance referring to its strategic orientation in terms of topics, approaches, instruments (i.e. country programmes, catalytic fund, knowledge and learning programme, communication and advocacy programme) and operating modalities, in order to further refine and conclude its reform process.

The evaluation should elaborate in depth on the guiding questions presented below and generate corresponding findings and recommendations:

- What are the relevant trends and conditions of international cooperation in urban development, which shape the context for the Cities Alliance?  
The evaluation will refer to the substantive topics of urban development, but will focus mainly on the international policies and institutional arrangements. The trends mentioned above are intended to give initial guidance to the evaluation and are not meant to be limiting its scope.
- What are the most relevant changes in approaches, instruments, structures and processes of the Cities Alliance, and what are their consequences for the relevance, efficacy, efficiency, and governance and management of the Cities Alliance?  
The analyses should consider formal as well as informal arrangements and processes, structural and procedural aspects, facts and generalized perceptions. Special attention

should be given to the redefined role of the Cities Alliance as a Global Programme of the World Bank, as well as the role of other key members, such as UN-Habitat and UCLG. The resulting synthesis should provide a comprehensive and consolidated view of the organization with its strength and weaknesses in the global architecture of international cooperation in urban development.

- Placing the Cities Alliance in both, the context of the World Bank and of the international urban development cooperation, as analyzed above, what adjustments and refinements are suggested to the Cities Alliance to further increase its relevance, efficacy, and efficiency as a partnership?

The findings and recommendations can cover a broad range of substantive, structural, procedural, instrumental or managerial issues. The recommendations should be prioritized, synthesized and presented in a way to give effective guidance to the Consultative Group (CG), Executive Committee (ExCo) and the Secretariat to successfully conclude the reform process.

## **Evaluation Criteria and Guiding Questions**

### **Relevance**

#### **1. Demand-side relevance — alignment with beneficiary needs, priorities, and strategies.**

To what extent are the objectives consistent with the needs, priorities, and strategies of beneficiary cities and countries and global trends in urbanization and urban development?

To what extent has the voice of developing and transition countries been expressed in the international consensus underlying the program?

#### **2. Horizontal relevance — the absence of alternative sources of supply.**

What is the comparative advantage, value added, and core competency of the program relative to other multi- and bilateral development programmes?

#### **3. Relevance of the design of the program**

To what extent are the strategies, including its results chain (“Approach to Change”) and the activities of the program, primarily as expressed in the Medium Term Strategy and the Work Plan, appropriate for achieving its objectives?

### **Efficacy**

#### **4. Achievement of objectives**

To what extent have the stated objectives of the program been achieved, or has satisfactory progress been made towards achieving these objectives?

**5. Progress of activities, outputs, and outcomes.**

How did, and how should the program in the future aggregate its outputs and outcomes at all levels — global, regional, national, and local — to provide an overall summary of its results?

To what extent have the new Charter, the new business model, the modified governance structure and modified administrative processes affected the outputs and outcomes of the program, or are expected to do so in the future?

**Cost-effectiveness**

**6. Cost-effectiveness**

Are the overhead costs of governing and managing the program reasonable and appropriate in relation to the objectives and activities of the program?

For beneficiary countries, has receiving the development assistance through the CA increased the transactions costs compared with traditional development assistance programs?

For CA members, has delivering the development assistance through the CA reduced costs by harmonizing efforts among development partners or by reducing overlapping work (such as through joint supervision, monitoring and evaluation)?

**Governance and management**

**7. Compliance with generally accepted principles of good governance.**

To what extent are the governance and management structures (Consultative Group, Executive Committee and Secretariat) and processes well articulated and working well to bring about legitimate and effective governance and management?

To what extent do governance and management practices comply with the principles of good governance, such as Legitimacy, Accountability, Responsibility, Fairness, Transparency, Efficiency, and Probity?

**8. Programs located in host organizations**

To what extent is the location of the program in the Bank adversely affecting the prioritization of activities, governance, management, or other aspects of the program?

To what extent does the Bank play a dominant role in the program, thereby reducing the incentives of other partners to participate effectively?

**Resource mobilization**

**9. Resource mobilization**

To what extent are the sources and conditions of funding for the program affecting, positively or negatively, the governance, management or sustainability of the program?

**Sustainability**

**10. Prospects for continuation**

In what areas could the program improve in order to enhance its sustainability?

What should be considered to sustain the program's results more cost-effectively, in the light of the previous evaluation findings?

## Methodology

The methodology should include, but is not be limited to:

- Analysis of the medium and long term trends in international urban development cooperation, through literature review, media analysis, interviews or other;
- Review of the CG and ExCo deliberations 2008-2010, especially on the MTS, Charter, business model and work programme, including the “working group on governance”, and including a review of the various versions of the Cities Alliance Charter, also its modifications before 2010,
- Review of previous evaluations of the CA, especially the “Evaluation of the project implementation modalities of the Cities Alliance”, conducted on behalf of the CA by GHK international in 2010. Review of final project evaluations available in the Secretariat, including reports on field evaluations.
- Capture of the motivations for and the perceptions of the changes in the Cities Alliance from different constituencies, namely CA members; past, present and potential partner cities and national governments; and the CA secretariat. Appropriate emphasis will be given to capture the policies, motivations and perceptions of the World Bank, i.e. the urban sector board; SDN management; DGF/partnerships unit; and IEG.
- The analysis should be based on desk studies and interviews (i.e. of all current and the past CA members Japan, Canada and ADB; project partners such as local or national government, task managers, sponsors and other stakeholders, CA secretariat staff). Such interviews may include telephone, email, video conference communications and personal interviews.
- Field visits maybe undertaken, but are not deemed essential.

The consultants will be requested to present the basic methodology in their proposals for the selection process. The quality of the methodology will be object of a significant part of the selection criteria. After selecting the consultancy, the methodology will be further developed by the consultant and presented in the Inception Report. The Inception Report shall be in English and submitted to CA for approval. Upon approval of the inception report by ExCo, the consultant will proceed with the evaluation.

The written final report should be in English, digital format, and must not exceed 50 pages, excluding appendixes. It should include an executive summary and a comprehensive narrative of evidence, findings and recommendations. The appendix should provide an adequate level of documentation to sustain the findings and recommendations.

The consultant will present and discuss the recommendations with the Cities Alliance Consultative Group, Executive Committee and the CA secretariat in Washington or other locations.

### **Indicative time schedule**

November 2010	Review of TOR by CG, start of procurement process.
June 2011	Targeted start of contract.
July 2011	Inception report from selected consultancy, including the detailed work plan, to be approved by ExCo
October 2011	Draft final report from the consultancy submitted to ExCo, and, upon decision by ExCo, to CG.
November 2011	Final report to CA , Consultancy presents findings and recommendations

### **Contributions from CA members and from project partners**

- Make time available to cooperate with evaluation team.
- Facilitate contacts with others within partners' organizations, and with external stakeholders, as appropriate.
- Provide project documentation and other project related information, as appropriate.

### **Obligations of the CA secretariat**

- Provide key documents
- Facilitate contacts with Alliance constituents.
- Facilitate access to World Bank video conference facilities.
- Ensure independence of the evaluation.

### **Obligations of the consultant**

- Inform the CA Secretariat in timely fashion of all contacts made with Alliance constituents.
- Treat documents in confidential manner.
- Not publish evaluation results or output without permission from the Secretariat.
- Return all Cities Alliance documents used in the evaluation.
- Report on a timely basis any possible conflicts of interest.